Our Heritage, A Present from the Past

Summary

of the Proposal presented
to Ms. Agnès Maltais
Minister of Culture and Communications

by

the Advisory Committee,
presided over
by Mr. Roland Arpin

November 2000

Advisory Committee on Québec's
Cultural Heritage Policy

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Presided over by Mr. Roland Arpin, General Manager of Musée de la civilisation, The Advisory Committee on Québec's Cultural Heritage Policy is composed of:

Mr. David Covo, architect and director of the McGill School of Architecture;

Mr. Jacques Lacoursière, historian;

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Mr. Raymond Montpetit, museologist and professor in the Department of Art History at the Université du Québec à Montréal;

Ms. Nicole O'Bomsawin, director of the Musée des Abénakis;

Ms. Louise Quesnel, political scientist and professor in the Department of Political Science at Université Laval;

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Presentation

Ms. Agnès Maltais
Minister of Culture and Communications
Québec

Dear Minister,

On August 18, 1999, you announced the mandate for the formulation of a *Cultural Heritage Policy* and the creation of an Advisory Committee that would be given the responsibility of submitting a Cultural Heritage Policy proposal to you in fall 2000. "Embarking on this undertaking," you said at the time, "was taking a deliberate step towards the future, since it affords us an incredible opportunity to reflect together on the many facets of our history and to determine the markers that will allow us to pass a cultural heritage of quality on to our children."

You then stated the three objectives of the Advisory Committee:

- to bring together solid and competent people to take a fresh look at the necessary update of the *Cultural Property Act*;
- to take the time to listen to groups and individuals who are concerned about the fate of heritage;
- to clarify the responsibilities of all players with a view to modernizing the government and its partner agencies.

Presided over by Mr. Roland Arpin, executive director of the Musée de la civilisation, the Advisory Committee is composed of:

- Mr. David Covo, architect and director of the McGill School of Architecture;
- Mr. Jacques Lacoursière, historian;
- Ms. Nathalie Martin, urban planning and heritage consultant with Daniel Gauthier et Associés;
- Mr. Raymond Montpetit, museologist and professor in the Department of Art History at the Université du Québec à Montréal;
- Ms. Nicole O'Bomsawin, director of the Musée des Abénakis;
- Ms. Louise Quesnel, political scientist and professor in the Department of Political Science at Université Laval;
- Ms. Béatrice Sokoloff, urban planner, sociologist and professor at the Université de Montréal Institute of Urban Planning;
- Mr. Arlindo Vieira, legal scholar and president of the Conseil des relations interculturelles du Québec.

The considerable and stimulating mandate we were entrusted with could not have been fulfilled without the help of the many individuals, agencies and associations that devote themselves, full time or otherwise, to the knowledge, protection and dissemination of heritage in one form or another. A great many people wrote position papers and made themselves available to present them, thereby contributing to our work. All the papers submitted and suggestions made are not, of course, included in our final proposal. We had to select, prune, and generalize to remain at the level of the broad issues, the most pressing expectations and those recommendations likely to bring about important changes for the future.

In agreeing to act as president of the Advisory Committee, I said that while we would formulate a policy proposal that would take into account the choices imposed by history, we would also suggest strategic and innovative courses of action to the government that would bring the province of Québec into line with current general trends in this sector. I will let you judge the result for yourself, Minister, but I believe the Advisory Committee has surpassed your expectations.

A few words about the report we are submitting to you. The Advisory Committee spared no effort. Many fellow citizens attended demanding meetings. Important work was completed by guest experts and by members of staff at your Ministry. The cultural policy *Our Heritage, a Present from the Past. Proposal for a Cultural Heritage Policy* is now in your hands. We believe it is consistent with great exercises in reflection on culture that have been conducted in Québec since Georges-Émile Lapalme, founder and minister of the Ministère des Affaires culturelles. The history of Quebecers is also a history of builders. From the exhausting corvée to conquer, inch by inch, a hostile land, to the immense hydroelectric works of recent decades, it is the history of a small ever-evolving nation. Yet alongside massive stone and concrete constructions, the history of the development of intelligence and culture was unfolding. Our universities, colleges, research centres, our artists and their creations, together with our opening up to the world, are all expressions of our spirit of innovation. In the course of our work, we realized that we must now add the development of our heritage, its diversification, and knowledge of heritage passed on by institutions, associations and individuals to the preceding list. It is a "heritage system" that we will talk about in the following pages.

In the course of our work we were struck, yet again, by the vitality of creation and cultural action in Québec. Heritage is a component of culture, but an extremely important one. We have chosen to submit a document to you in which part one is devoted to setting the context. The diagnosis then comes quite naturally and is followed by a presentation of directions and implemention mechanisms. In the final part, we formulate a limited number of recommendations we regard as fundamental for the future. Obviously, what actually becomes of these recommendations will be the true test of their worth. Minister, may we strongly recommend that the document *Our Heritage, a Present from the Past. Proposal for a Cultural Heritage Policy* be tabled immediately before the Assemblée nationale and that the work to formulate a new act be undertaken. Thus the work of the Advisory Committee, whose members took great pleasure in serving culture, will have a rewarding outcome and, we believe, will add a much-awaited link to Québec's cultural policies.

I would like to add that the literature was more than plentiful and that, in addition to the present document, we intend to make available and make the fullest possible use of all the position papers and studies submitted.

In conclusion, I would like to thank you for your trust in the Advisory Committee which pursued its work in the greatest of freedom and enjoyed the indispensable collaboration of the staff at your Ministry.

It is with great pleasure that the members of the Advisory Committee appended their signatures to the enclosed document.

Roland Arpin, president

David Covo

Jacques Lacoursière

Nathalie Martin

Raymond Montpetit

Nicole O'Bomsawin

Louise Quesnel

Béatrice Sokoloff

Arlindo Vieira

Christine Eddie

Acknowledgements

The Advisory Committee would like to thank the representatives of all the organizations and groups that met with it, often at very short notice, to share their points of view. These meetings and exchanges allowed the Advisory Committee to become better acquainted with the various actions underway in the field of heritage, and to benefit from these initiatives.

The Advisory Committee would also like to thank all those who contributed to its work by providing information, conducting analyses and offering their services, in particular Yves Bergeron, director of the Research Department at the Musée de la civilisation, who acted as scientific advisor and co-editor, Christine Eddie, cultural policy advisor at the Ministère de la Culture et des Communications, who acted as secretary to the Advisory Committee and co-editor, and Paul Trépanier, heritage consultant, who acted as researcher and co-editor.

In addition, we would like to thank the staff of the Ministère de la Culture et des Communications, especially Daniel Lauzon and Philippe-Edwin Bélanger from the Direction des politiques culturelles et des programmes, Sylvie Jobin, André Sully and Jean Demers from the Direction de l'action stratégique, de la recherche et de la statistique, Sonia Wagner from the Bureau des politiques de financement, Pierre Lahoud and Gilbert Guérin from the Direction de la Capitale Nationale and Henri-Paul Thibault from the Direction des projets spéciaux et de la coordination. Our thanks also to Christine Côté, Louise Cauchon and Lorraine Guay, secretaries at the Musée de la civilisation.

Lastly, the Advisory Committee would like to thank all those consulted in an expert capacity for their advice.

Foreword

HERITAGE: A PRIORITY

Defining and implementing a heritage policy should be one of the government's highest and most pressing priorities today. The need for an effective policy in this field is felt throughout the Western world. This reflects both a need and a concern: a need to give concrete expression to the sense of national identity, and a growing concern about threats stemming from globalization that could result in cultural standardization.

We have entered into a turbulent age in which the breathtaking acceleration of new information and communication technologies, the growing trend towards mergers of mega-companies, and the domination of the laws of the marketplace in all sectors together result in the weakening of national sovereignties, the hegemony of a single sociocultural model and a single language, and the risk of trivializing certain cultures. The late and partial awareness of the rising threat accounts for the campaign launched in recent years to have cultural diversity recognized. The main objective of this difficult but necessary fight is to have the vast domain of cultural industries made an exception and excluded from negotiations on the liberalization of world trade, to secure the recognition that cultural products are not commodities like any others. It must be noted, however, that in certain respects the issue is as much economic as cultural.

As a result of the fight to have culture made an exception, or more precisely, to safeguard cultural diversity, an awareness has developed that in many countries translates into a new desire to implement an ambitious and well-funded cultural policy which primarily involves the development and dissemination of heritage. More than

most other Western societies, Québec is driven, even compelled, by its exceptional situation, its unique identity and the inevitable pressure of American culture, to conceive, define and implement a global cultural heritage policy. Moreover, it is surprising that we have had to wait until now to recognize the need for such a policy and to set about it.

This awareness, clearly greater than in the past, of both the aesthetic and educational value of heritage calls for a new approach: an aspiration to recover or strengthen a sense of roots, of origins, and, through heritage, to reappropriate or rediscover an insufficiently known, even unknown, history. Concern, more or less acute depending on the milieu and the generation, is growing in the face of the crisis in values, the loss of traditional points of reference, and increasing anonymity due to globalization, the combined effect of which results in a diminishing sense of identity. Heritage then takes on new meaning and significance for ever-growing and ever-broader levels of the population.

Of course, the subject of the present discussion is a *Cultural Heritage Policy*. One might be inclined to wonder if the term were not an unintentional pleonasm. Culture has long encompassed everything that constitutes man's environment, that contributes to his development, that is a source of reflection, expression, of creativity for him, all the fruit of this creativity whatever form it might take, in short every aspect of his intellectual and spiritual development as well as the State's methods of organization, of exploration of time and space. Heritage may be indexed, studied from every possible angle, disseminated and developed; it nonetheless remains under threat. Cultural heritage therefore covers the same vast field, along with models of knowledge acquisition and communication of all kinds. In the end, there is no need for a qualifier when talking about heritage.

These reflections that precede the formulation of a heritage policy proposal already bring to light the pluralistic nature of heritage. Increasing people's awareness of the omnipresence of heritage is a challenge. At this stage in our reflection, we will not propose a definition, sure to be denounced at any rate because it is either too broad or too narrow, too empirical or too theoretical. However, having said this, we certainly intend to propose a summary of the many branches of heritage and no doubt a working definition that will suggest a heritage toponymy.

For not only does the word "heritage" cover a many-faceted reality, it also has numerous definitions as we will see later on. This branching out is a wealth in itself. In a way, it indicates that heritage is alive and a carrier of culture. From this perspective,

interest in heritage is very much alive; the fact of recognizing and protecting it would not divest heritage sites of their soul. On the contrary, a policy statement should be a reference document, a support for all citizens interested in contributing to history and culture through their heritage discovery and protection activities. A week does not go by without a conflict arising over heritage issues, especially in larger cities. Heritage advocates are often overburdened. Heritage buildings disappear overnight, antiques vanish abroad.

A cultural policy is formulated at a particular time, in a particular cultural and political climate. The immediate context cannot be overlooked, heritage is not an ethereal dimension of culture; it is a component of culture in time and space. We live in a consumer society characterized chiefly by disposable goods, overconsumption, fast food and real-time communication. In such a context, the concern expressed by many citizens with respect to safeguarding heritage may seem backward-looking to someone who is not remotely interested in the past, in remembrance, in traces. Rather it is very dynamic, as observed by the Advisory Committee in its meetings with people who share a passion for history and the traces it leaves.

A GLOBAL HERITAGE APPROACH

An obvious sign of the growing interest in heritage is the global approach used. Of course, such and such a house, such and such a park must be saved, but even more importantly, we must be concerned with protecting the urban fabric, safeguarding landscapes, maintaining quality of life. Conserving or demolishing a church is not a merely technical and administrative decision. For example, irrespective of the entirely relative importance of religious practice, a church is often the heart of a district, a point of convergence, it maintains the notion of community, it preserves rites that mark life from birth through death. It would not be an exaggeration to talk about a district being destructured when a church is demolished. Certain factories have likewise left their mark on the community landscape and heritage.

Although we will come back to it later, we must stress the importance of setting concern for heritage and heritage action within an ever-expanding framework. Over 20 government ministries and agencies are more or less directly involved in heritage, a plethora of associations of very varied scope are active in one sphere or another of heritage, along with private enterprise, municipalities, regional county municipalities, promoters, the media and ordinary citizens interested in heritage issues. We can say that a true "heritage system" has developed. This development calls for alliances, the pooling of resources, the creation of a real information network and a hoped-

for increase in collaboration between actors. It is precisely the opposite of a "chimney-style organization" where everyone operates as an autarky, without benefiting from the experience, know-how and technical services of others.

THE SOURCES OF THE HERITAGE POLICY

There is no mechanism that requires the government to formulate policies and pass one law over another. Year after year, the "legislative menu" takes its course. The Assemblée nationale studies bills dictated by circumstances or in response to the lobbying of citizens and organizations.

The *Proposal for a Cultural Heritage Policy* is not the result of a sudden notion, nor of a bureaucratic process. In 1987, a working group was set up to formulate a heritage policy. Despite the high quality of the group's work, the policy was never adopted. In 1992, *La politique culturelle du Québec*[1] gave heritage short shrift. If one discounts museums, only seven pages of Québec's cultural policy are devoted to the far-reaching issue of heritage.

In Québec, numerous citizens' associations are interested in the many forms of heritage, and owning and maintain heritage property. From "experts" who know everything about a particular aspect of heritage to modest heritage enthusiasts, an impressive range of citizens, involved in the conservation of multiple "treasures," has developed over the years. A quick look at the list of organizations and associations that asked to meet with the Advisory Committee is enough to convince us of the truth of this observation.

These many players are a wealth in themselves, if only for their multifarious viewpoints and the sometimes irreconcilable but nonetheless interesting approaches they adopt in their action. It would have been unfortunate to have formulated a policy proposal that levelled all the trees by suggesting measures that reflected only the search for the smallest common denominator.

The Advisory Committee, anxious to avoid these pitfalls, drew on many sources. First through meetings with over 90 associations representing the main trends and various spheres of the heritage sector. Experts were also invited to meet the Advisory Committee, often presenting a broader vision than the single viewpoint of

1. Note that this policy statement had been preceded, in 1991, by the creation, on the request of the then Minister of Culture, of an Advisory Committee that wrote a report entitled *Une proposition de politique de la culture et des arts* [An arts and culture policy proposal]. This document served as a basis for the work of the Commission parlementaire sur la culture and the adoption, in 1992, of *La politique culturelle du Québec*.

interest groups. At the same time, research mandates were given to academics concerning particular aspects of heritage. For example, a mandate was given to identify the many ministries and agencies involved in heritage, another to draw up an inventory of players or to set up comparative studies. Lastly, the Advisory Committee itself, made up of individuals from diverse fields and of diverse origins, chosen for their professional competence, ability to take the necessary distance with respect to ideological choices and their desire to reconcile the greatest number of viewpoints, put a considerable amount of effort into the discussion and analysis.

It is important to keep this organizational framework in mind, for expectations are great in heritage circles and, as the Advisory Committee observed in the course of its work, the courses of action proposed to advance matters are extremely varied. While respecting the abovementioned principles, we elected to write a document that would be as straightforward as possible without becoming obsessed with keeping it short. We decided to propose directions by focusing on what we considered essential and most likely to bring about change. Our recommendations illustrate, in a practical way, the approach we suggest be taken in formulating a future policy. Without these recommendations, it would have been hard for the reader to evaluate the scope of our work.

AN OPEN AND PROGRESSIVE POLICY

Everyone attempts to define heritage in the light of his specific action and with the very legitimate intention of highlighting his field of interest. The most effective approach seems to be to infer a definition from the observation of reality, of everyday action and its immediate context. It is absolutely essential that citizens interested in the protection and dissemination of cultural heritage identify with the definition we propose.

Although the notion of heritage is not easy to define, given that we are working on a fairly open-ended concept, we are a long way from the days when it referred to anything that was old and outmoded, anything that was no longer used. UNESCO notes

> Cultural heritage has traditionally meant physical monuments and sites and their aesthetic and historical qualities. Today [...], monuments are also valued for their symbolic, social, cultural and economic significance. Intangible elements are no longer ignored and new categories have arisen.[2]

2. UNESCO, *New Concepts of Heritage: Cultural Itineraries*, UNESCO Web site (http://mirror-us.unesco.org/whc/exhibits/afr_rev/africa-a.htm), October 13, 2000.

We readily support these observations and insist on the fact that while our notion of heritage echoes the past, it also echoes the present and the day-to-day, is concerned with trends and the development of ideas. A heritage policy must be formulated in such a way as to allow for change. We need a progressive policy, not an instrument that would obstruct rather than facilitate progress. This is why the Advisory Committee opted for a general proposal structured round a number of directions it sees as fundamental. Encompassing all heritage and making a detailed list of all the problems, expectations, and contradictions would have resulted in a treatise rather than an operational proposal. The risk of not seeing the wood for the trees would have been great...

The future heritage policy must not allow itself to be confined by typologies or fields of social practice. A policy is not an inventory of day-to-day problems, a policy is not a list of fine ideas even if it is based, among other things, upon daily actions. We cannot expect it to do everything and do it quickly, just when decades of work are starting to bear fruit. Nor is a policy an action plan. This apparently simple axiom is also restrictive for there is a strong temptation to propose numerous measures by becoming lost in details. A policy has a ten-year time frame, it proposes a vision, acts as a unifier, suggests directions and makes achieving results an imperative; it leaves the task of determining the means that will ensure the recommendations accepted by the Minister are implemented to the bodies responsible, namely the Ministère de la Culture et des Communications.

Québec currently has a *Cultural Property Act* that does not appear to meet the province's needs. Hence the many requests for a new act with a broader field of application and intervention that will reflect the evolution of heritage.

A new cultural heritage policy will surely be inclusive. In heritage, not everything is at the same level, even if certain things are similar; not everything has to be acquired and conserved. The new heritage policy should propose:

- to conserve the heritage that is our legacy;
- to identify and protect the heritage for which we are the promoters;
- to identify the best modern-day creations and create appropriate conservation conditions;
- to develop and interpret this legacy for our fellow citizens;

- to pass this heritage on to future generations so they may enjoy them, give them meaning and understand those who have gone before them and helped shape cultures and civilizations;
- to maintain and promote both scientific research on heritage and an approach geared towards the general public.

Here heritage is understood to be a system sustained by numerous types of activities. It is a great cultural wealth, vibrant and dynamic; it lives through its many manifestations; it is also progressive since certain fields that did not interest it in the past are starting to arouse its interest today. The word "synergy," which means joint action, would be a fitting word to describe heritage as we know it today.

We would like Québec's cultural heritage policy to ensure that the traces of intelligence of those who made great or small history will be protected and developed. That the work of those who give places and objects meaning will be recognized. That these places, traces, signs and facts be recognized as key cultural and educational elements and places of reference essential to a society that is open and mindful of change.

Lastly, we would like to point out that the first and last objective of all the work involved in drawing up a policy proposal is to give Quebecers, irrespective of their origins, level of education and culture, the opportunity to discover the heritage around them and the desire to know more about the history and development of Québec.

CHAPTER 1

The context

The *Proposal for a Cultural Heritage Policy* could have been formulated five or ten years ago in the socioeconomic and cultural context of the time. It would undoubtedly have been different to the proposal we are presenting now and priorities then would have been different to those that influence our choices. Hence it is both important and necessary to set the present policy in today's context.

In formulating our proposal, we had to make undoubtedly questionable choices between numerous contextual elements. We selected six, the first of which involves setting heritage in its context and outlining the the policy's main goals for the reader; it is the *why*, a why that brings us, after a few pages of reflection on heritage, to the *what*.

We then discuss three fundamental dimensions, or foundations, of heritage: language as a heritage and instrument of communication, history as a record and the communication of knowledge that allows cultures to develop and, ultimately, civilizations to take shape.

The third element pertains to the very definition of heritage. Here, the basic thrust of the reflection concerns the *pluralistic dimension*, *polysemy*. The heritage we initially believed to be static and impervious to change, proves, under scrutiny, to be alive and multiform. This finding prompted us to draw up a *heritage toponymy*. We are well aware that it is a perilous exercise. We are providing a framework, a model that each individual can use to set down the result of his own reflection on the heritage issue.

Québec's heritage has been conserved and developed over the years through the efforts of the provincial and federal governments. The fourth contextual element is "two governments, two strategies, two courses of action." It helps the reader become aware of the significant achievements of the two governments which, in a sometimes difficult political context, showed their concern for Québec's heritage.

We also include a brief comparative analysis of the legislative tools each Canadian province has developed to protect its heritage.

Lastly, the chapter concludes with a short profile of heritage groups, that is, the numerous organizations that, on a local or provincial scale, defend one or more aspects of heritage with fervour and passion.

HIGHLIGHTS

Awareness

Awareness of the existence of a Québec heritage was in evidence as early as the mid-19th century and continued to grow in the 20th century under the pressure of industrialization.

Broad Characteristics of Québec's Heritage

Today the territory of Québec bears abundant and numerous traces of the past, the earliest dating from a thousand years ago. This heritage has very specific predominant characteristics from one region to another: maritime, agricultural, mining, military, etc. If we compare Québec's heritage with that of other countries, namely, European countries, it is generally a heritage made up of modest objects, which does not, however, preclude the presence of important components, particularly those of religious and industrial heritage. Lastly, our heritage has also become mixed, down through the centuries, under the influence of the many cultures that have played a part in Québec's history: cultures of the First Nations, the French, the English, the Scottish, the Irish, the Jews, the Italians, the Greeks and all the groups of immigrants that inhabited the territory.

Three Fundamental Dimensions

Three fundamental dimensions form the basis of heritage:

– language as a heritage and an instrument of communication. Asked about their understanding of the notion of heritage, seven out of ten Quebecers believe language to be the element that best represents their cultural heritage;

- history, an indispensable record that may be used to clarify, explain, situate, authenticate and lend its weight to heritage;
- communication of knowledge, from generation to generation, which, through archives, oral traditions, libraries, teachers, the media, museums and other "relays," allows cultures to develop and, ultimately, civilizations to take shape.

Criteria

Uniqueness, the threat of disappearance, meaning and appropriation by a community are some of the criteria that give an object its heritage character.

Landscapes

Only a few years ago, a distinction was still made between cultural and natural heritage. The contrast between these two sectors is diminishing all the time, insofar as nature is constantly being transformed by human activity. Man-made landscapes, be they rural or urban, have historic, ethnologic, archeological, architectural and other meaning which reflects a culture's evolution. Like many others, the Advisory Committee believes that landscapes are an integral part of culture, that places have also made us what we are, that the diversity of spaces has shaped the specificities of each of Québec's regions. A cultural heritage policy will therefore have to take landscapes into account.

Tangible and Intangible Heritage

Heritage is tangible, that is, immovable, movable, archeological, archival and documentary, or intangible, that is, the knowledge and skills of a community.

Categories

Henceforth heritage, be it tangible or intangible heritage, will be categorized. Thus we talk about religious heritage, industrial heritage, railway heritage, Native heritage, etc.

Levels of Recognition

Heritage is recognized as such by a community; this recognition may be:

- *world*, when UNESCO designates a site or a city a world heritage site, or when it concerns the universal history of gigantic treasures of the world such as the Great Wall of China, the Taj Mahal, the Pyramids of Egypt or old cities;

- *national*, when the federal or Québec government designates objects or sites that are significant in Canadian or Québec history;
- *regional or local*, when a region, MRC (regional country municipality) or municipality designates a site, traditions or any other heritage that has meaning for local people;
- *family*, when the heritage in question is passed on in a family, from generation to generation: genealogy, photographs, property, immovables, furniture, jewellery, etc.

Evolution of a Concept

Québec has had a heritage protection act since 1922. Various amendments to this act—now the *Cultural Property Act*—down through the years, bear witness to the evolution of what is designated as heritage to be protected: in almost 80 years, the Act has been extended to include, as heritage that should be given priority, monuments, historic sites, works of art, historical districts, archeological objects and natural districts...

While immovable heritage and landscapes are not covered by the current act, natural districts are.

Proposed Definition

Given the complexity of the sector, venturing a definition of heritage is a perilous undertaking. Notwithstanding, at the conclusion of its reflection, the Advisory Committee proposes the following general framework:

"Heritage" refers to any tangible or intangible object or collection a community appropriates by recognizing its value as testimony and historical record, and by highlighting the need to protect, conserve and develop it.

The Contribution of the Canadian and Québec Governments

Very early on, at the beginning of the 20th century, the Canadian and Québec governments took steps to protect Québec's heritage.

The federal government's action focused on properties it owned according to the Constitution of 1867 (defense works, sea canals, railway stations) and those acquired at a later date (natural and historic sites). From 1953 to 1975, the federal government was absent from the Québec heritage scene but, since 1975, it has invested in developing its network.

The Québec government embraced an ever-expanding domain by creating state museums and corporations, extending the scope of its act, classifying hundreds of properties and monuments, identifying nine historic districts and developing a high expertise for which it was renowned.

Canadian Heritage Acts

All Canadian provinces and territories adopted an act to safeguard their heritage and created an advisory body attached to the minister responsible.

If we keep to the exact wording of the acts, Québec's act differs little from most other Canadian acts: protection of sites and movable, archeological and immovable objects, definition of protected areas, advisory bodies' mandate, classification and declassification procedures, creation of a register, applications for authorization and permits for large-scale work, restriction of the circulation of objects, grants, fines for offences, and sharing of responsibilities with municipalities.

Heritage Interest Groups

In Québec, thousands of individuals devote their time, most of them on a voluntary basis, to safeguarding and developing heritage. Associated in some 60 organizations that work on a province-wide scale, or within some hundred local agencies, these citizens are ardent heritage advocates and often the first to intervene. Yet, despite strength in numbers, the heritage "milieu" is not united; it is made up of parallel networks with special interests, which may diminish its influence.

Worshipping angel in polychrome gilded wood, anonymous artist
Centre de conservation du Québec
Musée de l'Amérique française Collection. Photo: Michel Élie

CHAPTER 2

The diagnosis

The title of this chapter defines its scope, that is, the presentation of a number of diagnostic elements. We have included viewpoints that seemed important in evaluating the state of heritage development in Québec. First we discuss conservation. This basic function lies at the heart of heritage. It is dynamic, evolving alongside certain technologies, it changes as museum and heritage networks develop, above all it calls for a new vision of the national collection.

This chapter also gives an account of the actions undertaken by the various players in the field of heritage. We discuss research, dissemination and development, and training as well as the action of the Ministère de la Culture et des Communications and municipalities.

Lastly, how can a diagnosis that will require directions, practical measures and recommendations be made without consulting those who, for want of a better term, we call the people involved in the field or the players, the thousands of volunteers, experts, professionals, groups and individuals who are interested in various capacities in the many forms of heritage? The Advisory Committee met with them, listened to them, noted their views. Expectations are great, we cannot deal with them one by one and in a piecemeal fashion in a general policy, but let us reiterate that it would have been impossible to formulate the present *Proposal for a Cultural Heritage Policy* without those meetings and position papers. Hence the great importance of their contribution to the present diagnosis.

HIGHLIGHTS

Conservation

A number of phenomena contribute to the degeneration and trivialization of the built component of Québec's urban and rural landscapes, be they government-owned buildings or those belonging to citizens:

- an ageing housing stock;
- little concern for twentieth-century creations, which, however, account for the majority of our buildings;
- an increase in renovation work that destroys the original components of immovable heritage;
- a significant decrease in the number of immovable properties classified and the lack of planning in classification procedures;
- the fact that the government disposed of immovable properties it owned and entrusted them to bodies often poorly equipped to meet upkeep and conservation requirements;
- protected areas supposed, in theory, to protect the landscape around immovable properties but which are not always respected;
- the lack of advantages (and even disadvantages) for owners of classified houses or buildings.

Two more positive courses of action offset these findings to a certain extent: firstly, the Québec government's creation of a large-scale restoration program for religious heritage is at last focusing attention on a more recent architectural heritage; secondly, the measures introduced by the Canadian government for buildings it owns appear to be producing excellent results.

In the case of movable heritage, most of which is preserved by Québec's religious communities and museums, we are above all struck by the inadequacy of the budgets allocated to conservation, the lack of conservation policies and, even, inventories of collections, storage problems and the fact that very few museums may avail of the services of a conservator. Furthermore, it is estimated that 30 percent of museum collections could not be exhibited without first undergoing extensive restoration.

Archeological collections, like archives, suffer chiefly from a lack of resources, while documentary heritage faces the very specific problem of de-acidification of collections, a treatment that is extremely expensive. Furthermore, while Québec's documentary heritage is conserved exhaustively by the Bibliothèque nationale du Québec, the conservation of "universal" documentary heritage, that is, heritage from outside Québec, is a pressing issue and, to date, no solution has been found.

The conservation of intangible heritage, more complex than that of material heritage, is experiencing difficulties chiefly due to the neglected condition of the various sound archives holdings, the dispersal of collections and the lack of a development policy for these collections.

Lastly, in the case of audiovisual heritage, the problem is not so much one of conservation but dispersion—between the Cinémathèque, the Archives nationales du Québec and the National Archives of Canada.

Québec should ensure that the server for computerized databases of collections is from Québec. At present, the Canadian Heritage Information Network hosts the data for Québec's museums. Every server has its own requirements and filters. Given the importance of the collections to heritage, it is imperative that Québec have control in this field.

Research

Heritage research, today an interdisciplinary field, has lost some of its importance since the Direction générale du patrimoine disappeared from the Ministère de la Culture et des Communications. However, it would be wrong to say that research on heritage is no longer being conducted in Québec. Others continue the work. Yet it must be noted that, today, this research is:

- carried out without any master plan and without the necessary tools, in particular, national inventories;
- conducted by teams that work independently of one another;
- carried out on a smaller scale than 20 years ago, by creating smaller teams, covering fields that are usually more specialized, and by meeting particular needs (exhibitions, urban planning management, etc.) first.

Dissemination and Development

Movable heritage enjoys the greatest visibility of all types of heritage. However, even when recognized, classified or cited, movable heritage is insufficiently or poorly developed: the creation of networks, permanent identification and tourist promotion are not all one could wish for.

However, some movable heritage is showcased by museums, usually with a certain amount of success. Dissemination of archeological and intangible heritage amongst the general public has been increasing in recent years due to the growing number of initiatives by groups and organizations interested in these forms of heritage.

Documentary heritage should enjoy increased dissemination with the opening of the Grande Bibliothèque du Québec in 2003. The work has yet to be undertaken, however, for archival heritage and scientific heritage, still relatively inaccessible to the public.

On a more general level, we note a revival in commemorative initiatives, after a virtual purgatory lasting almost 50 years. A revival also in toponymy, as a result of the work of the Commission de toponymie du Québec; notwithstanding this revival, only 119 of Québec's municipalities have a toponymy committee.

Awareness-raising and Information

While much information exists on Québec's heritage, it is not well circulated:

- heritage is not the subject of any regular column in newspapers, or any program on radio or television; the creation of a specialized history channel only partly fills this gap;
- despite an abundance of small specialized newsletters, there is no general large-scale newsletter for heritage players;
- although a great number of heritage associations now have a Web site, their sites are usually modest and often specialized;
- electronic heritage data banks have not yet achieved a high degree of usefulness;
- Ministère de la Culture and Parks Canada documentation centres have a wealth of documents but they are relatively inaccessible to the general public.

Training

Training provided at present tends to:

- overspecialize, which considerably weakens an action that is increasingly required to be multidisciplinary;
- divest of their heritage dimensions fields that nonetheless regularly come up against heritage issues;
- entirely overlook certain specialities, for example, in the restoration trades.

In addition, there are still few opportunities for further training and professional development.

Public Support in the Last Ten Years

The division of responsibilities across three decision-making levels (and even four, if we count MRCs) has the disadvantage of creating a certain amount of confusion: a lesser understanding of the national vision and priorities, grey areas, duplication of efforts and unfulfilled mandates.

The Ministère de la Culture et des Communications is facing three major hurdles:

- lack of expertise, staff and tools (inventories, research);
- insufficient financial resources while, despite increases due to the development of large museums and the introduction of a program to safeguard religious heritage, programs have been terminated and budgets, particularly those of municipalities and heritage bodies, have suffered heavy cutbacks;
- interministerial relations that are hard to establish and seldom supported by official administrative agreements.

Municipalities and Heritage

In 1986, the *Cultural Property Act* authorized municipalities to recognize and cite monuments and sites they judged to be of heritage interest. In reality, few municipalities availed of this right, chiefly, we find, because they usually have neither the technical and financial means nor the permanent expertise that would enable them to take action to protect and develop their heritage.

In 1979, the Ministère de la Culture et des Communications signed agreements, sometimes recurrent, with local or regional municipalities, most of which concerned

heritage. Since 1992, the Ministère de la Culture et des Communications has given priority to signing "cultural development" agreements with municipalities, which will in the future cover all aspects of culture rather than just one. The signatory municipalities are first provided with cultural policies. To date, 39 municipalities and 16 MRCs have signed such agreements. While heritage is generally thought to have been given ample consideration, the agreements have yet to be evaluated.

By virtue of the extent and complexity of their heritage, the cities of Montreal and Québec are unique cases that would require special regulations.

Expectations in the Heritage Sector

The Advisory Committee met with some 20 independent experts and some 200 individuals representing 90 heritage agencies. The following facts emerged from this vast consultation:

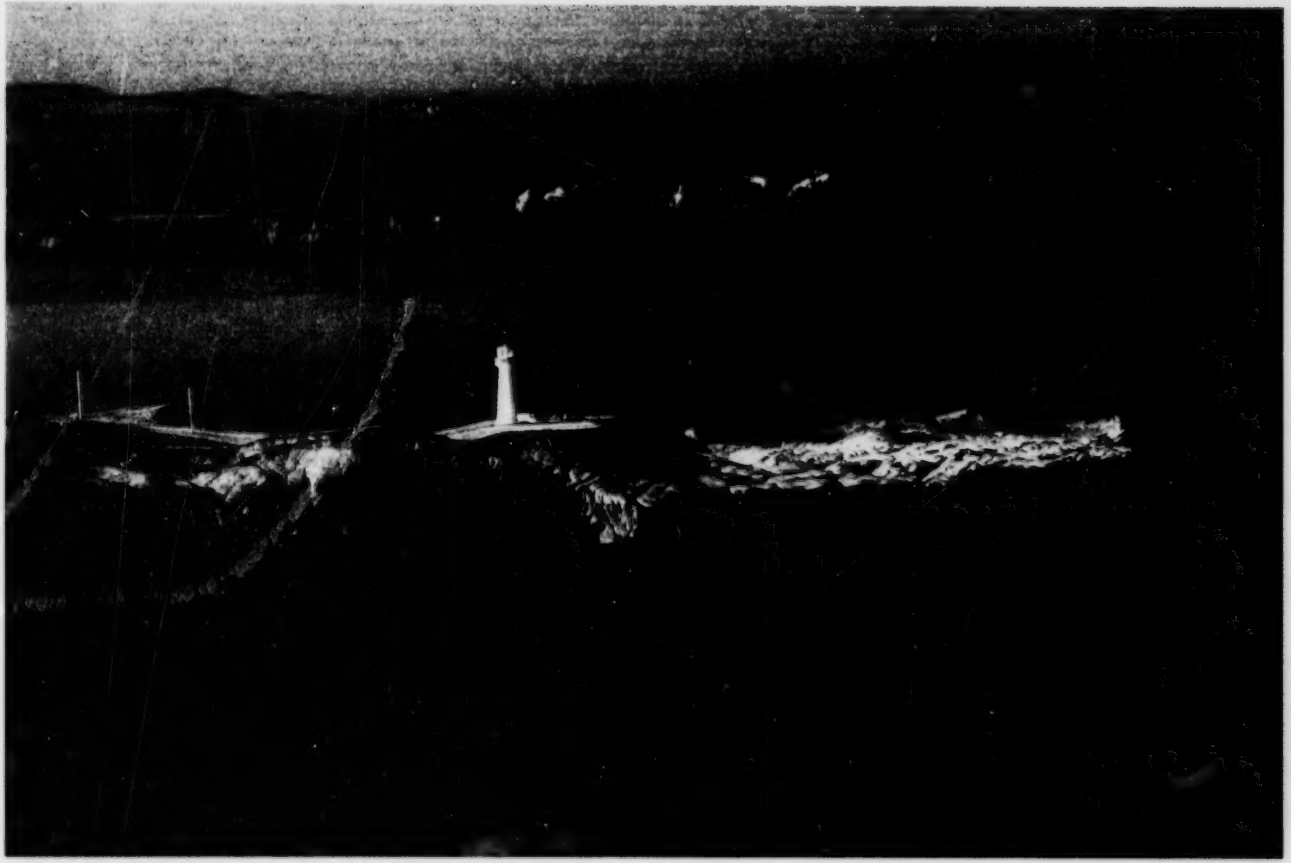
- The government's responsibility in heritage matters is key and should not be irresponsibly offloaded; at present, the milieu is characterized by a lack of leadership, divided efforts and a lack of clarity concerning roles.
- A certain number of tools must accompany the future heritage policy to facilitate its application: much more generous funding; a reference facility to provide expertise, advice, a vision and a minimum of authority; a revised and updated act; one or more interministerial joint action mechanisms.
- Knowledge of heritage is inadequate. Remedying this situation presupposes the creation, expansion, maintenance, documenting, updating and dissemination of permanent inventories. Studies, research, publications, guides, manuals, directories and data sheets are also imperative. Lastly, more appropriate professional training must be provided.
- The general population must be made more aware of Québec's rich heritage. Schools, starting at the primary level, must play an active role in raising awareness. However, various awareness-raising activities must also target civil servants, elected representatives and their advisors, promoters, hardware dealers, building inspectors, tourism players, company heads, urban planners... In short, the general public.
- A clear assignment of roles and responsibilities must allow room for citizens to voice their concerns and participate: public debates, information or arbitration mechanisms and discussion venues are recommended.

- Lastly, an increasing number of agencies and individuals would like the government to recognize heritage as an asset for society.

Special Cases

The Advisory Committee would like to draw attention to three cases that will require special action:

- First Nations heritage must be dealt with very carefully, with mutual respect and harmony between Native and Québec communities.
- New arrivals must be able to increase their knowledge of Québec's heritage and access its treasures; however, Québec's heritage must also allow for the contribution of all the ethnocultural communities that shaped Québec.
- Lastly, young people in particular must be targeted when the time comes to implement the cultural heritage policy.



Pointe Hérissée lighthouse, Étang-du-Nord, Magdalen Islands
The very concept of landscape as a component of heritage is only recent.
Photo: Pierre Lahoud

CHAPTER 3

Directions and Recommendations

What direction would we like to see heritage take? Chapter 3 endeavours to answer this question. It must be stressed that opinions in this field are many and varied. Some people would like the definition of heritage to be more restrictive, others would like it to be very open-ended; some people would like the focus and measures to be directed to dissemination and accessibility, others would like conservation to be given priority.

We opted for open-ended, the dissemination of knowledge, a rewarding relationship with heritage, the management of heritage by the greatest number of individuals and agencies. Our initial mandate was to take a fresh look, consult and listen, clarify roles. We came up against issues such as the democratization of processes, heritage education and training. We also looked at financial resources. Condensing it all into a reasonable number of recommendations is restricting; we decided to do so in order to prevent the information from being watered down and spread too thin.

The Advisory Committee endeavoured to fulfil the Minister's demanding mandate. All this work would have quite limited impact were it not swiftly followed by the preparation of an *Action Plan*, which we hope will include our recommendations and suggestions.

DIRECTION 1

A COLLECTIVE WEALTH AND A SHARED RESPONSIBILITY

Heritage is a collective wealth that is first and foremost the State's responsibility. This wealth must be viewed in the light of sustainable development. Every citizen should have access to it. In return, responsibility for its protection and conservation is shared between the State and its citizens.

RECOMMENDATION 1

IT IS RECOMMENDED:

- that the State take measures to ensure the conservation, development, knowledge and enhancement of heritage;
- that the heritage policy be binding for both the State and its citizens.

DIRECTION 2

HERITAGE: A DYNAMIC CONCEPT AND CONTENT

New forms of heritage are emerging while others are enjoying greater popularity. Landscapes, living heritage and linguistic heritage are examples of this new interest.

RECOMMENDATION 2

IT IS RECOMMENDED:

- that a new heritage act be adopted and that the new act clearly state that the government is the main body responsible for the protection and conservation of heritage;
- that the interministerial aspect of heritage conservation be developed by the government under the responsibility of the Minister of Culture and Communications;
- that the act promote the sharing of responsibilities between citizens and the government;
- that the act and its regulations provide the tools necessary for the dissemination and enforcement of the act;

- that the act specify each individual or agency's duties and responsibilities with respect to the different levels of heritage (world, national, regional and local);
- that the new act comprise periodic review mechanisms so that changes may be incorporated and the act and its regulations adapted to the legislative context;
- that the new act include the new dimensions of heritage: living heritage, linguistic heritage, man-made landscapes.

DIRECTION 3

TOOLS FOR THE PROTECTION AND DISSEMINATION OF HERITAGE

The Ministère de la Culture et des Communications must be well provided with the necessary legislative and administrative tools.

The following tools could be maintained, updated or created as appropriate:

- **a centre of expertise in heritage;**
- **inventories;**
- **national institutions;**
- **a heritage protection commission;**
- **a Quebec heritage network.**

RECOMMENDATION 3

Evidently a new heritage act could not be formulated without providing the MCC with an administrative structure consonant with expectations and needs.

IT IS RECOMMENDED:

- that the issue of forming another team to provide knowledge and skills and the creation of a new management model form the subject of a cursory study and action plan;
- that the organization models used in other countries be studied;

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- that the organization models used in other countries be studied;

- that an initial choice be made between an independent body, similar to a number of existing agencies, and a government service or branch that is inevitably less effective and less innovative.

RECOMMENDATION 4

With respect to inventories,

IT IS RECOMMENDED:

- that an inventory of inventories be drawn up;
- that a report be written on their condition, that needs be assessed and the necessary steps taken to fill the gaps;
- that the schedule of this study be decided upon immediately;
- that the inventories funded by the Ministry be available on the Internet;
- that the Ministry consider the possibility of entrusting certain inventories to local historical societies and specialized organizations.

RECOMMENDATION 5

The Advisory Committee notes that Québec has, over the years, acquired the necessary tools for the management of its heritage with the exception of control of its computerized files and management systems, which require adjusting.

IT IS RECOMMENDED:

- that the most important objects in Québec's collections be classified to prevent private collections or museum-owned collections from being broken up;
- that special measures be taken, subject to their owners' agreement, concerning the protection and conservation of Québec's religious communities' movable objects. Such measures would prevent heritage treasures from being dispersed;
- that an exhaustive inventory of the collections of State museums and subsidized museums be drawn up to complete work already undertaken;
- that the Centre de conservation du Québec (CCQ) play a part in this undertaking and that it subsequently put forward, in collaboration with State museums, an ad hoc recovery plan that would be implemented over a number of years, and on which it would report annually to the Minister;

- that all accredited museums have collection development policies that use modern means of communication. Widespread access to data banks would both result in savings and offer a much wider choice than traditional methods;
- that a special effort be made to gather together and provide adequate protection for scientific collections, while awaiting the creation of a real science museum in Québec. Certain collections should be classified to prevent their misappropriation;
- that Québec take full control of its computerized files and collection management systems;
- that measures be taken to this end as soon as possible.

RECOMMENDATION 6

The Advisory Committee recognizes archives as an integral part and fundamental component of Québec's heritage.

The time seems to have come to evaluate the management of Québec's public, and sometimes private, archives. Since archives management comes under the Archives Act, the Advisory Committee believes this mandate should be entrusted to an ad hoc working group.

IT IS RECOMMENDED:

- that the Minister of Culture and Communications create a ministerial working group and that an exhaustive evaluation of the Archives nationales du Québec (ANQ) be undertaken;
- that the working group also study the management of certain private holdings, such as the archives of religious communities, subject to the owners' agreement.

RECOMMENDATION 7

IT IS RECOMMENDED:

- that the study of this issue and the proposal of avenues of action be included in the mandate of a proposed working group on archives;
- that the Ministry award grants for data collection work, and that a copy of any such work be conserved in the archives;

- that the question of whether it would be worthwhile to bring these works together in one place be examined;
- that institutions in the intangible heritage sector formulate development policies for their collections.

RECOMMENDATION 8

The Advisory Committee's finding that Québec must develop a real heritage network—just as it developed a museum network—was confirmed in the course of its work. A number of players would like to see a unifying mechanism give direction to multiple independent actions. We often regretted the fact that the right hand too often does not know what the left hand is doing.

IT IS RECOMMENDED:

- that the Minister adopt this proposal without delay and that the MCC take steps to define and establish the Réseau du patrimoine québécois so that it can act as a unifying and preservation mechanism for our heritage;
- that a "quality label" be developed;
- that, in the first instance, the Ministry consider creating a network of classified historical monuments.

RECOMMENDATION 9

The future Commission du patrimoine is a key element in introducing a new updated management framework.

IT IS RECOMMENDED:

- that the Commission des biens culturels (CBC) make way for a new agency, the Commission du patrimoine;
- that the Commission du patrimoine be an advisory body, operating independently of the Ministère de la Culture et des Communications;
- that the Commission du patrimoine ensures that the Act is enforced and that it report to the Minister every year. This report will be tabled before the Assemblée nationale;
- that the role of the Commission du patrimoine be reassessed so as to give it greater latitude in fulfilling its mandate;

- that the Commission du patrimoine be given the necessary means to fulfil its mandate independently;
- that the Commission du patrimoine give advice on heritage programs;
- that the Commission du patrimoine listen to any individual or group that wishes to make a request or suggestion regarding enforcement of the Act.

DIRECTION 4

INTERMINISTERIAL PARTNERSHIP, A LEVER

The requirements of heritage protection call for interministerial partnership and the pooling of appropriate mechanisms.

RECOMMENDATION 10

Heritage and its associated protection and dissemination measures are not only the concern of the ministry responsible for culture in the government. It concerns all ministries and State agencies. It is a matter of education, environment, quality of life, etc.

IT IS RECOMMENDED:

- that the new heritage act make it imperative for the Québec government and its various ministries and public and parapublic agencies to demonstrate exemplary conduct in matters of heritage protection;
- that concern and responsibility for heritage be shared by the government and citizens, but especially by ministries and agencies that are more directly involved.
- that the heritage act make provision for the creation of an interministerial heritage committee that will ensure the Minister of Culture and Communications of the support of its members and contribute to the development of partnerships;
- that action be taken when the time comes to create a new heritage act and that the various acts affected be harmonized.

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DIRECTION 5

RESEARCH AND TRAINING, LONG-TERM CHOICES

Special consideration must be given to research and training at the college and university levels in the field of heritage.

RECOMMENDATION 11

We could not recommend a heritage policy that would overlook the strategic importance of training. In this perspective,

IT IS RECOMMENDED:

- that studies be carried out to determine training needs at the different levels of education and that the Ministère de l'Éducation join forces with the Ministère de la Culture et des Communications, in these studies, to define needs;
- that tools and resources be brought together in a heritage education and training centre. This centre could also be responsible for coordinating joint programs;
- that a heritage trade school be created to train specialized heritage workers and technicians. This centre of excellence would also provide secondary- and college-level education;
- that research programs and undergraduate and graduate studies in architectural heritage be adapted to the new broader concept of heritage;
- that further education give higher priority to academic training in heritage.

DIRECTION 6

INVOLVED MUNICIPAL BODIES

Local and regional municipalities must take the necessary steps to protect, develop and raise awareness of their heritage.

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RECOMMENDATION 12

Cultural development agreements have proved to be a flexible and promising means of municipal-government cooperation in the cultural field. Consequently,

IT IS RECOMMENDED:

- that the new act take cities' development plans into account and that advisory committees be made up of citizens and group representatives;
- that the government increase funding allocated to heritage within the framework of the cultural development agreements signed between the Ministère de la Culture et des Communications and municipal bodies and that the Ministère de la Culture et des Communications provide municipalities with the appropriate information and tools for heritage management;
- that cultural development agreements be extended to include planning, development and the protection of all forms of heritage (architectural, landscape, archeological, etc.).

RECOMMENDATION 13

The Advisory Committee believes special relations must be developed with Montreal as regards its heritage management.

IT IS RECOMMENDED:

- that the pertinence of extending the scope of the City of Montreal's area of responsibility as regards standard everyday heritage management be evaluated so as to provide citizens with a better service;
- that democratization mechanisms be introduced to facilitate citizens' contribution to heritage protection;
- that the 50 percent funding rule in heritage programs be revised; it is too high a percentage for citizens whose heritage is largely national and international.

RECOMMENDATION 14

With respect to the Ville de Québec, the Advisory Committee notes the considerable and rapid expansion of the development of its heritage.

IT IS RECOMMENDED:

- that it be taken into account that the Ville de Québec must carry the burden of a heritage that extends beyond its territory in terms of cultural influence and wealth;
- that budgetary provisions be made to allow the Ville de Québec to take action outside the limits of the historical district;
- that the 50 percent funding rule in heritage programs be revised; it is too high a percentage for citizens whose heritage is largely national and international;
- that the Société de développement des entreprises culturelles (SODEC) follow up on its public commitment to complete the work in Place-Royale, Québec City.

RECOMMENDATION 15

Given the potential advantage of agricultural, built, landscape, religious or industrial circuits,

IT IS RECOMMENDED:

- that the MCC, in collaboration with MRCs and municipalities—and with the assistance of experts in the field—introduce an assistance and development program for these circuits.

DIRECTION 7

DEMOCRATIC AND TRANSPARENT DECISION-MAKING PROCESSES

Citizens must be able to rely on a democratic process that allows them to participate and encourages their involvement in heritage issues.

RECOMMENDATION 16

Citizens' participation in making decisions concerning heritage calls for game rules known to everyone.

IT IS RECOMMENDED:

- that measures be taken and included in the heritage act to define mechanisms for public consultation and participation in decisions concerning heritage, especially immovable and landscape heritage;
- that these provisions apply to all municipalities, including Québec City and Montreal.

DIRECTION 8

JOINING FORCES

The development of a dynamic between groups and associations would benefit from their joining forces and a more focused use of funding.

RECOMMENDATION 17

The Advisory Committee already pointed out that while the multiplicity of heritage organizations is a sign of vitality, their action sometimes appears to lack coordination.

IT IS RECOMMENDED:

- that the MCC, in collaboration with heritage agencies, propose that associations be created;
- that a national symposium on heritage be held every three years, with an intermediary activity held annually;
- that this event serve as an opportunity to evaluate the Heritage Policy;
- that a new formula for funding organizations be developed in collaboration with the organizations affected by this measure.

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DIRECTION 9

INFORMATION AND COMMUNICATION

Information and communication are the cornerstone of Québec's heritage network.

RECOMMENDATION 18

By virtue of the fundamental role of information in the heritage field,

IT IS RECOMMENDED:

- that an evaluation be made of the production and circulation of information for all those interested in the heritage issue and that steps be taken so that this information circulate more quickly in the heritage sector;
- that the MCC oversee this study;
- that the Ministry grant financial assistance to organizations that already have effective communication mediums in heritage.

RECOMMENDATION 19

A heritage policy is usually accompanied by measures intended to develop a sense of pride among as many people as possible regarding our past and future. This concern will take the form of a Québec commemorative program.

IT IS RECOMMENDED:

- that a commemorative program be introduced on the basis of work already carried out by the Commission des biens culturels and that a three-year commemorative plan be submitted to the Minister by the Commission du patrimoine, responsible for commemoration. The plan would be revised annually;
- that a national commemorative program be adopted, as already suggested by the Commission des biens culturels. Such a program would help to develop and enrich the collective memory, to protect and foster it in a spirit of openness and solidarity.

DIRECTION 10

A PLACE FOR YOUNG PEOPLE IN HERITAGE PROTECTION

As members of society and heirs of heritage, young people must be made aware of its importance.

RECOMMENDATION 20

The involvement of young people in heritage first requires a sound partnership between the MCC and the Ministère de l'Éducation. This does not mean developing a course in heritage and making it compulsory in schools. However, existing science, social studies and history programs must be exploited to arouse interest in the heritage aspects of these programs.

IT IS RECOMMENDED:

- that we develop awareness-raising activities, either as part of the regular curriculum or as part of extra-curricular activities;
- that carriers of tradition contribute in schools. The range of living heritage activities is rich and varied: verbal expression, musical expression, expression through action, architectural forms, fine crafts, etc.;
- that certain high school or college programs be revised with a view to increasing their heritage content;
- that radio and television (Télé-Québec) be used to create programs on heritage for schools. In this case, it would be preferable to use new technologies;
- that "discovery guides" be written, in particular using documentation from the MCC and the CBC.

DIRECTION 11

THE CONTRIBUTION OF ETHNOCULTURAL COMMUNITIES

The contribution of ethnocultural communities must be recognized and regarded as a source of enrichment, and all citizens allowed to share a common heritage.

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- that a national commemorative program be adopted, as already suggested by the Commission des biens culturels. Such a program would help to develop and enrich the collective memory, to protect and foster it in a spirit of openness and solidarity.

DIRECTION 10

A PLACE FOR YOUNG PEOPLE IN HERITAGE PROTECTION

As members of society and heirs of heritage, young people must be made aware of its importance.

RECOMMENDATION 20

The involvement of young people in heritage first requires a sound partnership between the MCC and the Ministère de l'Éducation. This does not mean developing a course in heritage and making it compulsory in schools. However, existing science, social studies and history programs must be exploited to arouse interest in the heritage aspects of these programs.

IT IS RECOMMENDED:

- that we develop awareness-raising activities, either as part of the regular curriculum or as part of extra-curricular activities;
- that carriers of tradition contribute in schools. The range of living heritage activities is rich and varied: verbal expression, musical expression, expression through action, architectural forms, fine crafts, etc.;
- that certain high school or college programs be revised with a view to increasing their heritage content;
- that radio and television (Télé-Québec) be used to create programs on heritage for schools. In this case, it would be preferable to use new technologies;
- that "discovery guides" be written, in particular using documentation from the MCC and the CBC.

DIRECTION 11

THE CONTRIBUTION OF ETHNOCULTURAL COMMUNITIES

The contribution of ethnocultural communities must be recognized and regarded as a source of enrichment, and all citizens allowed to share a common heritage.

RECOMMENDATION 21

With respect to the pluralistic definition of heritage,

IT IS RECOMMENDED:

- that the various components of heritage reflect the contribution of citizens of diverse origins and incorporate their collective heritages, in particular by highlighting the role played by immigration in economic, social and cultural development;
- that this concern also be reflected in heritage sites and in the commemoration of events related to history or citizenship through the recognition of the civic contributions of citizens from outside Québec;
- that programs to raise awareness of ethnocultural communities' contribution to the development of Québec's heritage be introduced;
- that, to promote reciprocal knowledge of heritages, an inventory of the contribution of ethnocultural communities to shared heritage be drawn up;
- that measures be taken so that the acquisition by State museums of ethnologic objects or works of art reflect the contribution of ethnocultural communities;
- that the directorates of public bodies involved in heritage management reflect our society's ethnocultural diversity;
- that programs be developed, and measures taken, to enable new citizens to familiarize themselves with Québec's geography.

DIRECTION 12

MAKING ARCHITECTURAL HERITAGE A PRIORITY

Architectural heritage should be given special consideration on account of its economic and cultural value.

RECOMMENDATION 22

By virtue of the importance of architectural heritage,

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- that immovable cultural property important to the history of Québec and not yet included in the national inventory be classified;
- that classification criteria be stricter and that an evaluation chart be drawn up to determine the level of interest (world, national, regional and local);
- that the new classifications of immovable cultural property give greater consideration to the surrounding man-made landscape;
- that programs for the restoration and conservation of architectural heritage of national interest be expanded;
- that awareness of architectural heritage be raised, for example by introducing an annual week for its promotion, through publications, public exhibitions and architectural competitions.

RECOMMENDATION 23

Landscape has emerged in recent years as a vital component of heritage. It must be included in the new heritage act.

IT IS RECOMMENDED:

- that landscape heritage be given consideration in the new heritage act;
- that information and awareness-raising activities on the conservation of rural and urban man-made landscapes be organized, especially at the level of municipalities and MRCs;
- that the classification of landscape heritage take the level of recognition into account (world, national, regional, local).

RECOMMENDATION 24

IT IS RECOMMENDED:

- that the Société immobilière du Québec draw up an inventory of its movable and immovable heritage properties;
- that the issue of heritage buildings belonging to the government or its networks form the subject of a study by the proposed interministerial heritage committee.

DIRECTION 13

NEW SOURCES OF FUNDING

While urging the Ministère de la Culture et des Communications to invest more in heritage through its assistance programs, new sources of funding must also be found.

RECOMMENDATION 25

With respect to funding,

IT IS RECOMMENDED:

- that existing programs be reviewed and indexed again for overall transfer costs and that increases be made to correct disparities;
- that an analysis of current overall heritage funding, including the expenditure of various ministries and agencies, be undertaken and made public;
- that the "Agencies" component, including national activities and projects, regional projects, publications, support for associations, agencies and national associations, be reinstituted and expanded;
- that the Minister create a working group composed of public funding experts so that the various funding channels and mechanisms applicable to heritage may be listed and assessed. In particular, this working group will have to study heritage funding formulas developed outside Québec;
- that in all cases, both short and long term, project funding rules consider the two realities, namely, individual and group heritage activity on the one hand, and large-scale projects on the other.

RECOMMENDATION 26

IT IS RECOMMENDED:

- that the heritage buildings development fund (Fidep) proposed by SODEC be studied by the working group on funding and set up if possible.

RECOMMENDATION 27

IT IS RECOMMENDED:

- that municipalities be encouraged to introduce a grant program to compensate for the increase in property taxes following renovation work;
- that on the federal and provincial levels, a sales tax credit be levied on materials and labour used in the restoration of a heritage building. The already considerable costs of restoring buildings are increased by 15 percent on account of consumption taxes. The proposed measure would be both an incentive to carry out renovation work and contribute directly to the fight against clandestine work in the construction sector;
- that on a federal and provincial level, a tax credit similar to its U.S. counterpart be introduced, namely, a tax credit of 10 or 20 percent of the total costs incurred in the restoration of an eligible building;
- paradoxically, the value of a classified building frequently drops suddenly due to heritage constraints and the restrictions imposed on owners. We believe that some form of monetary compensation would be an incentive for those who acquire heritage properties.

DIRECTION 14

SECTORS TO CONSOLIDATE

Cooperative strategies for the conservation and development of certain types of heritage recognized for their historic and symbolic importance in Québec society must be introduced.

RECOMMENDATION 28

By virtue of the heritage importance of the French language in Québec,

IT IS RECOMMENDED:

- that a study be conducted of documentary holdings concerning the evolution of the French language in Québec;
- that the Trésor de la langue française au Québec (TLFQ) and the Archives de folklore de l'Université Laval (AFUL), which presently house works of incalculable value, form the subject of a study in order to make them protected sites with financial support;

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- that a working group be set up to conduct this study and make proposals to the Minister and Université Laval.

RECOMMENDATION 29

With respect to religious heritage,

IT IS RECOMMENDED:

- that the MCC continue to make financial commitments to religious heritage for a three-year period;
- that the MCC extend its assistance programs to elements of religious heritage that are not covered at present: archives, plans and photos, unused buildings; funeral heritage and monuments; modern churches of remarkable architectural interest;
- that the Minister devote part of its financial assistance to increasing knowledge, training players, to developing, promoting and increasing accessibility to heritage;
- that public awareness be raised about the conservation of religious landscape heritage;
- that the creation of regional storage facilities for the conservation of religious heritage be promoted;
- that the State introduce a policy whereby the recycling of civil or religious heritage buildings would be promoted before the construction new buildings.

RECOMMENDATION 30

With respect to industrial heritage,

IT IS RECOMMENDED:

- that the Ministry update the industrial heritage inventory so as to establish an order of priority for elements requiring protection;
- that the Ministry work in partnership with the Association québecoise du patrimoine industriel, a long-established association of experts;
- that the Ministry disseminate and make known principles and policy guidelines in Québec's industrial milieu to guide companies in the conservation and development of important components of industrial heritage they possess or have created;

- that the Ministry also make known the services available to companies, as well as existing tax, economic and social advantages;
- that the government promote the recycling of industrial architecture;
- that the MCC, in collaboration with the Ministère de la Recherche, de la Science et de la Technologie and Tourisme Québec, form a working group to create an industrial tourism network in Québec;
- that the Ministry, together with the Archives nationales, promote the conservation of industrial heritage archives.

RECOMMENDATION 31

With respect to Native heritage,

IT IS RECOMMENDED:

- that the future heritage act be consonant with the principles that guide the Québec government in its relations with Native peoples, principles formulated by the Secrétariat aux affaires autochtones in 1998;
- that the task of preparing directories of endangered languages be encouraged by the MCC in collaboration with old speakers and as a continuation of work already undertaken;
- that sound recordings of First Nations stories and songs be made, and that these documents be made accessible to the public;
- that teams of researchers in this field be brought together and provided with sufficient means to fulfil their mandate;
- that Native peoples be represented in State heritage agencies;
- that an inventory of sacred and historic sites be drawn up in collaboration with Native representatives;
- that Native peoples be involved in the management of these sites;
- that an inventory of Native collections in national institutions be drawn up;
- that protocols be signed, between Native institutions, if they have not already been signed, regarding the management of these collections;
- that the Commission study the possibility of using terms that originate in Native history;
- that names and terms used at present be fully documented.

RECOMMENDATION 32

With respect to agricultural and horticultural heritage, we reiterate the main recommendations of the CBC in the report published by the Ministry in 1984.

IT IS RECOMMENDED:

- that the MCC, in collaboration with the Ministère de l'Agriculture, des Pêcheries et de l'Alimentation, work toward the elaboration of a joint development program for Québec's agricultural heritage;
- that the Ministry give priority to the protection of collections, built heritage and landscape heritage in rural areas;
- that the Ministry promote, in collaboration with a scientific partner (universities, research centres), a research program on plant heritage and animal genetic heritage;
- that the Ministry, in collaboration with the Archives nationales du Québec and the Bibliothèque nationale du Québec, draw up an inventory of agricultural archive holdings.

RECOMMENDATION 33

IT IS RECOMMENDED:

- that the Ministry play a role in the creation of a centralized data bank comprising, among other things, an inventory of work instruments, typologies, chronologies, and work completed, as well as an inventory of sites, buildings, objects or traditions;
- that the Ministry promote pluridisciplinary research on maritime heritage;
- that the Ministry formulate a policy that will allow subaquatic archeological resources to be more closely monitored;
- that the Ministry promote the development of maritime heritage.

RECOMMENDATION 34

IT IS RECOMMENDED:

- that the Ministry provide financial support for agencies working in the field of living heritage;

- that the Ministry encourage living heritage organizations to add their documentation to that of recognized archive centres such as the Archives nationales du Québec or the Archives de folklore de l'Université Laval, which house the largest documentary holdings on the living heritage of Francophones in North America;
- that the Ministry grant assistance to long-established archive centres, such as the Archives de folklore de l'Université Laval, rather than creating new structures;
- that the Ministry include a special award in the Prix du Québec to recognize the exemplary work of a custodian of living tradition.
- that intangible heritage also be given the utmost consideration, particularly by universities and research centres.

RECOMMENDATION 35
With respect to scientific heritage,

IT IS RECOMMENDED:

- that the Ministry revive the project for a national museum devoted to science and, in particular, to the conservation of Québec's scientific heritage.
- that the Ministry update the inventory of scientific heritage collections and objects.

Conclusion

The first direction in this proposal for a cultural heritage policy sets the tone for the general approach suggested: *heritage is a collective wealth that is first and foremost the State's responsibility; all citizens should have access to it; in return, responsibility for its protection and conservation is shared between the State and its citizens*.

A series of great changes ensue from this central direction which, if well orchestrated, the Advisory Committee believes will have significant positive repercussions for Québec's entire heritage system. These changes chiefly concern the legal and administrative framework, partnerships, knowledge of heritage, priority actions and funding.

A Renewed Legal and Administrative Framework

By virtue of the extension of the concept of heritage and dissatisfaction with the Act as it stands, updating the *Cultural Property Act* has become imperative. The new heritage act must be open-ended and generous, including landscapes and intangible heritage, hitherto overlooked. It will promote the sharing of responsibility between citizens and the government and will clarify roles with respect to local or regional heritage and national heritage. It will provide the government with the tools necessary for its dissemination and enforcement. It will appreciably modernize heritage management in Québec.

In particular, an interministerial heritage committee, whose members will support the Minister of Culture and Communications and which will contribute to the development of cooperation between heritage players, could be created. Such a

cooperative effort will be all the more necessary since the new act should, on the one hand, oblige the Québec government and its various ministries and agencies to demonstrate exemplary conduct in matters of heritage protection and, on the other hand, have a bearing on various other Québec acts that already impact heritage.

The tasks assigned to the interministerial committee would include a study of the issue of heritage buildings owned by the government or its networks.

A centre of expertise in heritage would also have to be re-established in the government. The organization of the Ministère de la Culture et des Communications would thus be revised to enable it to exert an authority based on competence. This would involve the reinstatement of professional services and response personnel in heritage, capable of dealing with the numerous heritage needs and any new issues that arise.

In addition, a body for mediation, regulation, and vigilance concerning the Act is needed now more than ever. A heritage protection commission would be established along the lines of the current Commission des biens culturels, but with a mandate consonant with a modern context and with much greater human and financial resources.

Other State corporations and agencies active in the field of heritage, in particular, the Centre de conservation du Québec, the Archives nationales du Québec and SODEC, would also be revitalized and asked to play a part.

Lastly, the new act would define public consultation mechanisms to allow groups and citizens to participate in decisions concerning heritage, especially immovable and landscape heritage. The game rules, more clearly defined for everyone, would permit more transparent, rational and effective discussions.

Strengthening Partnerships

Strengthening partnerships can only be a positive endeavour in a world as complex and vast as that of Québec's heritage. The harmonious sharing of heritage responsibilities would be facilitated if municipalities, for example, were better equipped to assume their role. In doing so, we would take the promising path of cultural development agreements, but not without first ensuring that government funding for heritage would be increased and that the Ministère de la Culture et des Communications could provide municipal bodies with the expertise and information they need. As regards the cities of Montreal and Québec, special measures must be envisaged to

take into account the fact that much heritage, especially immovable heritage, in their territory, is not only of local and regional but, to a large extent, of national and even international interest.

Municipalities' involvement could also benefit from the development of agricultural, built, landscape, religious or industrial heritage circuits. Bringing a number of cities or villages together over shared heritage concerns which, moreover, would further their tourist development, would encourage them to work together on a more long-term basis and in close collaboration. Such partnerships should, in the government's case, include the participation, for example, of Tourisme Québec and the Ministère des Régions.

Although of a different nature, the creation and development of a soundly structured heritage network, similar to that of Parks Canada, would also make it possible for connections to be established between various heritage sites funded, conserved and developed by the Québec government. The interministerial heritage committee would be responsible for this project.

Lastly, according to a number of the very many organizations working in the heritage sector, they would benefit from joining forces to increase their influence. Their partnership with the government would thereby be strengthened. We therefore propose various measures to amalgamate the various groups working in the field of heritage.

Improving Our Knowledge of Heritage

A third set of recommendations addresses the need to improve, throughout Québec, our knowledge of heritage.

Firstly, inventories. They would have to be listed, a report written on their condition and needs assessed. Much work remains to be done to complete inventories that have been abandoned for many years, to gather together the extensive documentation that is currently conserved in various locations and to ensure that it is disseminated, especially to the municipalities. This vast operation to inventory our heritage should be conducted by the Ministère de la Culture et des Communications, in collaboration with the citizens of the various regions, universities, CEGEPs and local heritage organizations.

Special consideration must be given to research and training in the field of heritage. Needs are great but they must be more clearly defined. The ministries responsible would study the feasibility of creating a national institute for heritage training,

responsible for training heritage players at both undergraduate and graduate levels, and the creation of a heritage trade school, for technical and vocational training at secondary and college levels. Further training intended for professional development would be provided by both the institute and the school.

The circulation of heritage information should be improved so as to reach those interested in heritage more quickly and effectively. Similarly, greater efforts should be made to raise citizens' awareness of heritage, namely through a Québec commemorative program proposed by the heritage protection commission and activities to raise awareness of religious, industrial, and landscape heritage... Young people in particular should be targeted and school should be the first place to raise their awareness of the various aspects of heritage. An agreement between the Ministère de la Culture et des Communications and the Ministère de l'Éducation, as already exists in the field of art and literature, would promote the opening up of schools and educational institutions to their environment and heritage.

Priority Actions

There are so many facets to heritage and so much catching up to be done that sometimes we feel we must take action on all fronts at once. There are, however, some 10 priorities that should be the focus of large-scale action.

Following on the museum policy adopted last spring, a number of issues concerning Québec's collections need to be examined in the course of a discussion on conservation. The Advisory Committee proposes that a number of measures be taken promptly to prevent important collections from being broken up or disappearing, to increase knowledge of museum collections and to allow the Centre de conservation du Québec to implement a large-scale recovery plan in this area.

Archives are another sector requiring priority action, chiefly on account of the unique impact new technologies will have on archives from now on and the proliferation of archive holdings. This issue should definitely be studied in greater depth so that appropriate solutions can be implemented.

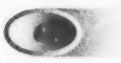
Québec's territory has a very extensive built heritage, the greater part of which is religious, industrial and architectural. Inventories, classification, the consideration of surrounding landscapes, restoration, recycling of buildings and development are particularly necessary here.

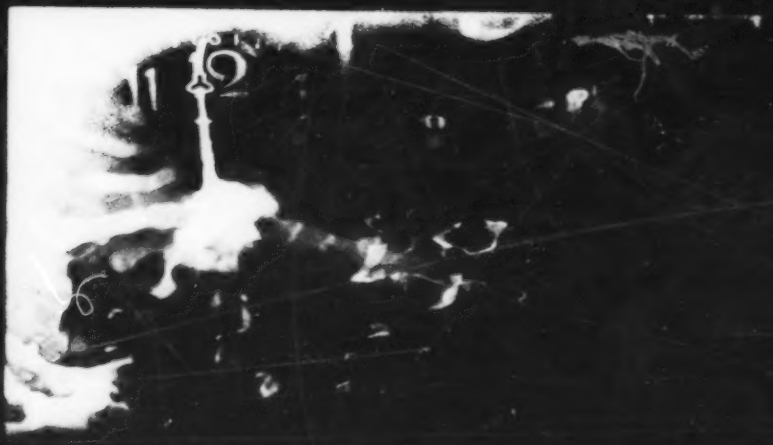
Lastly, the Advisory Committee would like to stress the need to take action in sectors that are often overlooked, yet whose valuable and indispensable contribution to Québec's identity is fundamental: linguistic heritage, Native heritage, cultural communities' heritage, scientific heritage, agricultural heritage, maritime heritage and living heritage.

Adequate Funding

We could not revive government programs on new bases without new resources. There is no point in denying this necessity. Restoring old buildings, revitalizing urban districts, developing archives and museums, funding organizations and associations necessarily leads to proposals that involve new costs. The same is true of human resources—they cannot be increased without incurring additional costs.

The government will therefore have to invest more in heritage through its assistance programs. However, needs are such that new sources of funding will also have to be found. While experts must, of necessity, study these issues further, the Advisory Group nonetheless believes that the idea of a financial services organization or a heritage foundation seriously merits the government's attention. It also believes that it is high time that Quebecers, like citizens in other nations, have access to municipal, provincial and federal tax incentives that better reflect the importance we would like to give our heritage.





Defining and implementing a heritage policy should be one of the government's priorities today. The necessity for an effective policy in this field has been felt for a number of years, reflecting both a need and a concern: a need to give concrete expression to the sense of national identity, and a growing concern about threats stemming from globalization that could result in cultural standardization.

The object of the present discussion was to formulate a proposal for a *Cultural Heritage Policy*. Consultations with agencies working in the vast field of heritage helped us identify key directions, which ultimately led us to formulate fundamental recommendations for the future of Quebec's cultural heritage.

Heritage, as presented here, seems to be a vibrant cultural resource and an integral component of sustainable development for Quebec. Hence our proposal refers to heritage as a dynamic system. We firmly believe that heritage is a "present from the past" and an asset that we, as individual citizens and as a community, are just starting to build on for the future.

Roland Arpin

President of the Advisory Committee
on Quebec's Cultural Heritage Policy